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A report compiled to assist the Coordinating Committee in the formulation of plans for development of public post-high school programs, primarily of less than 4 years, in Wisconsin. Considers problems facing higher education in next decade, Wisconsin's present pattern of higher education, and a cursory comparison of Wisconsin's present program and future plans with those of other States. Includes committee recommendations.

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Joint Staff Working Paper #17

22 July 1960

LONG RANGE PLANNING COMMITTEE REPORT

The Joint Staff transmits with this paper the first report of the Joint Staff Long Range Planning Committee, dated 14 July, 1960.

The Joint Staff concurs in the recommendations of the Long Range Planning Committee and recommends to the Coordinating Committee for Higher Education:

1. That the July, 1960 report of the Long Range Planning Committee be received.

2. That the Coordinating Committee for Higher Education approve the recommendations contained in the above-mentioned report.

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education

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ED000104

July 14, 1960

FIRST REPORT
OF THE
LONG-RANGE PLANNING COMMITTEE
TO THE
COORDINATING COMMITTEE

Introduction

In order to assist the Coordinating Committee in the formulation of plans for the development of public post-high school programs, primarily of less than four years, the Coordinating Committee authorized the establishment of a Joint Staff planning committee on March 26, 1959. The committee has operated under the name--"Long Range Planning Committee".

The functions of the Long Range Planning Committee were enumerated by the Coordinating Committee, as follows:

1. Evaluate current programs in light of interests and abilities of high school graduates.

2. Suggest improved means of cooperation between existing programs.

3. Plan for the orderly and economical development of additional programs, including the development of suggested criteria for the establishment of the additional collegiate-type institutions.

4. The Committee should give special attention to the problem of college-going in northern and northeastern Wisconsin.

5. Through the Joint Staff, reports will be made to the Coordinating Committee.

The Long Range Planning Committee has met seven times in discharging its responsibilities, and additional meetings are contemplated. Recently, because of concern manifested by the Coordinating Committee through its Subcommittee on Plans and Policies, the Long Range Planning Committee has devoted its efforts to a study of the need, if any, of Wisconsin for additional post-high school

institutions of less than four years. The committee's deliberations have resulted in certain definite recommendations, noted later in this paper, which are herewith transmitted to the Coordinating Committee through the Joint Staff. These recommendations were formulated only after serious consideration of: (1) present, and anticipated, needs for post high-school education in Wisconsin; (2) present programs of post-high school education in Wisconsin and other states; and (3) future plans of other states. A brief discussion of these considerations follows.

PROBLEMS FACING HIGHER EDUCATION IN THE DECADE AHEAD

Of major significance in planning the development of post-high school educational programs in the next 10 years is the knowledge that college and university enrollments throughout the nation will increase substantially. Rising numbers of births foretell a heavy demand on educational institutions at all levels for a number of years ahead. Some projections indicate that the nation's colleges may be called upon to serve twice the number of students in 1970 as were served in 1959. The credibility of such projections is underscored by evidence regarding the nation that the proportion of college-age youth, i.e., those in the 18-21 age range, going on to college has increased rapidly since 1940, when only 16 per cent of this group was estimated to be in attendance. By 1950 the estimate was revised upwards to 30 per cent, and in the fall of 1959 the percentage reached 39.

The percentage of college-age youth attending Wisconsin's public and private institutions of higher learning has risen rapidly since 1951, when 21.8 per cent of the State's estimated college-age population was enrolled. In the fall of 1959

the percentage rose to 32.9, a gain of approximately 11 percent in nine years. A recent paper prepared by the Joint Staff indicated that enrollments in all institutions of higher learning in Wisconsin may increase by 54 to 85 per cent between 1959 and 1970. The former figure reflects growth in the college-age population without a change in the 1959 rate of attendance, while the latter figure reflects an annual increase of .6 per cent in the proportion of college-age youth going on to college.

Such growth in enrollments bespeaks a need for continuing and strengthening present professional and liberal arts programs offered by existing institutions. Furthermore, in the face of rapid scientific and technological developments in recent years an urgent need for persons trained at the technician level has developed. Wisconsin can expect that the demand for professional and liberal arts programs will remain high in the next decade. A sharp rise in the demand for training at the technician level can be anticipated in all likelihood. Action, of course, must be taken to ensure that the kinds of education needed are actually provided.

HIGHER EDUCATION IN WISCONSIN: THE PRESENT PATTERN

Educational opportunity is well-distributed in Wisconsin. For the most part, public and/or private institutions are readily accessible to the mass of prospective students. The Joint Staff of the Coordinating Committee has found in its studies of geographic availability of education that 91% of the State's high school graduates of 1957 lived within a 40-mile commuting distance of either a two- or four-year liberal arts program offered by public or private institutions.

When this commuting distance was extended to 60 miles, the Joint Staff found that approximately 98% of the graduates were within reach of such programs.

Privately-supported institutions provide valuable educational services to a significant share of Wisconsin's population. Lawrence College, through its affiliation with the Institute of Paper Chemistry, offers the Ph.D. degree. Marquette University offers a number of professional programs, the Ph.D. in some departments and a broad range of programs at the master's and undergraduate levels. The Milwaukee School of Engineering is well-known for the breadth of its programs of technical institute type and in undergraduate engineering. Other private colleges provide for concentration in the liberal arts at the undergraduate level.

Among the public institutions, the University of Wisconsin is the focal point for graduate and professional work, although three state colleges -- La Crosse, Stout and Superior -- offer master's degree work in specialized fields in education. The University and state colleges this summer embarked upon a cooperative graduate program in teacher education which is designed to improve the effectiveness of the classroom teacher. As for undergraduate programs in liberal arts and teacher education, the University (Madison and Milwaukee) and the state colleges share in the offering of such programs. Through its system of extension centers, the University has made readily available in various well-populated areas in the state an opportunity for study in a typical liberal arts program of the two-year duration. The state colleges have provided numerous extension classes in teacher education for students in their service areas.

The State's schools of vocational and adult education are playing an increasingly important role in educational affairs. The system is known throughout the nation for its contributions in providing post-high school educational

experience for many young people who do not desire to pursue a traditional liberal arts program, but who wish to prepare themselves as skilled workers or technicians in an era of rapidly expanding industrial development. These schools blanket the state effectively. They are located in 41 counties comprising 85 percent of the total population. They are established in cities which comprise 50 percent of the state's population. Some types of full-time day post-high school vocational-technical programs are available to 85 percent of the population residing within a 40-mile radius of such approved programs. The technician programs in the Milwaukee School of Vocational and Adult Education have been evaluated and approved by the North Central Association. In addition, thirty full-time one- and two-year vocational-technical programs which maintain minimum standards of training have been approved. Additional programs will be evaluated and approved as justified.

Twenty-two counties share with the State the support of county teachers colleges, whose two-year programs are designed to prepare elementary school teachers for rural areas.

In considering the various geographical areas of the State one is impressed by the breadth of coverage provided by the public and private institutions. In only the northern and northeastern parts of the State--areas typically low in population density--is there any noticeable lack of coverage.

Comparisons of Wisconsin with surrounding states on the basis of numbers of publicly-supported two- and four-year institutions of collegiate type indicate that Wisconsin has a larger number of institutions per 100,000 of population and a larger number of institutions in relationship to its area in square miles than do the surrounding states. When compared with some of the states in which the community colleges have developed to a considerable extent, such as California and Texas, Wisconsin ranks very well. A more complete presentation of such data is found in Joint Staff Informational Item #33, dated July, 1960.

A CURSORY LOOK AT OTHER STATES' PRESENT PROGRAMS AND FUTURE PLANS

It is well-known that there are broad differences between states in terms of the adequacy of present facilities for higher education, of the distribution of populations, and of the expansion of populations. Each state must determine for itself its educational plans in line with its own set of special circumstances. The population booms in California and Florida, for example, have necessitated a rapid expansion of facilities for higher education. Much of the growth in these states has taken place in areas either not previously served by institutions of higher learning or served by institutions too far removed from the scene of greatest growth to be of real value in coping with the educational problems created by the population expansion. Because of the present general tendency to make educational facilities available close to home, states such as California and Florida have established comprehensive junior colleges in areas where large population increases are recorded.

Many states have seen the need for new institutions as a means of meeting the challenges posed by increasing enrollments and have followed California's lead in establishing junior colleges. At present 31 states have general legislation effecting junior colleges or community colleges. Connecticut, Georgia, New Mexico, and North Carolina have passed enabling legislation for junior colleges since 1956.

Other states have attempted to cope with growing enrollments by expanding existing institutions or by broadening the service of existing institutions through the deployment of extension centers operated under the auspices of the state university or state colleges. A U.S. Office of Education report indicates that in Ohio a number of four-year institutions have moved to establish extension centers. Pennsylvania State University, Purdue University, Indiana University

and the University of Wisconsin all operate systems of extension centers. The State University of New York operates a system of community colleges and technical institutes.

As it studied these varying patterns of development, the Long-Range Planning Committee concluded that several factors stood out in comparisons of Wisconsin's systems of post-high school education and those of other states. These factors were of value in formulating recommendations regarding the future development of higher education in Wisconsin. In the first place, the committee recognized that the unique situation with respect to the vocational schools offers possibilities for expansion of technician programs generally offered by comprehensive junior colleges and now in increasing demand; second, the broad distribution of state colleges and university extension centers over the State appears superior to the distribution of institutions in most other states; and third, it was recognized that educational institutions were either in, or reasonably near to, practically all population centers in Wisconsin, and it was recognized further that the northern part of the State, because of low population density and declining numbers of people in recent years, could not support additional institutions of higher learning, unless they were to be of the extension center type. In effect, these factors caused the Long-Range Planning Committee to conclude that the major junior college service, i.e., bringing educational opportunity close to home, is being rendered to a high degree by present systems of post-high school education.

Conclusions and Recommendations

In light of the major conclusion noted above and as a result of a careful evaluation of various alternatives discussed at length at the several

meetings of the Committee, the Long-Range Planning Committee at its meeting on July 14 apporved the following recommendations for transmittal to the Coordinating Committee:

REPORT AND RECOMMENDATIONS OF THE SUBCOMMITTEE ON PLANS AND POLICIES

1. The Committee believes that present systems*for extending educational opportunity beyond high school--with continuous appropriate expansion and modifications and provisions for greater coordination of all these institutions--will be capable of meeting the needs of the young people of the state for post-high school educational experience. Hence, no need is seen to establish new systems, such as a separate junior college system within the foreseeable future.

2. In planning any expansion of publicly-supported facilities, careful consideration should be given to the present and potential contributions of private institutions of all types.

3. If and when needs for centers for liberal arts programs are justified, they should be met by the establishment of additional extension centers operated by the University or state colleges. Criteria governing the establishment of new freshman-sophomore centers are attached. The committee believes that these criteria should be approved by the Coordinating Committee.

4. The committee believes that the present admissions and retention standards employed by the University of Wisconsin and the state colleges for existing programs are both fair and reasonable and should be maintained at their present levels.

*Univ.of Wis.(Madison, Milwaukee & extension centers), state colleges, private institutions, vocational schools, and county teachers colleges

5. The technician programs of the schools of vocational and adult education including courses in general education should be strengthened and expanded where justified. A greater degree of state support will be required, and necessary steps should be taken to give these programs improved stature.

6. A higher degree of coordination should be achieved between all elements of the state's publicly-supported programs of education beyond the high school. This is particularly important in the case of those communities having both collegiate-type programs under the state colleges and the University, and the post-high school vocational-technical and technician programs of the schools of vocational and adult education. At the state level, legislation should be enacted to bring two representatives of the schools of vocational and adult education into the framework of the Coordinating Committee for Higher Education, recognizing that the County Teachers Colleges are already represented by the State Superintendent of Public Instruction.

7. New or duplicating professional programs should be developed only after careful study in order to utilize available resources to the best advantage in providing high quality programs in those fields which are offered.

8. Legislation should be developed and enacted which would bring about the abandonment of the two-and three-year teacher training programs in the county teachers colleges and in the state colleges, where offered, as soon as practicable, and that the Joint Staff is requested to present proposed legislation at the next quarterly meeting of the Coordinating Committee. Each county teachers college should be studied individually by the Coordintting Committee to determine its future role in the State's program of education beyond the high school.

Guiding Principles to be Used in Evaluating Requests for the Establishment of New Freshman-Sophomore Extension Centers

The following proposals are suggested as a set of guiding principles to aid in evaluating the validity of requests for the establishment of new Freshman-Sophomore Extension Centers. The following five principles conform to present policies and practices of the Regents of the University:

1. An area requesting the establishment of a Center will be expected to participate by substantial contributions from local sources.

2. An area requesting the establishment of a Center will be expected to assure the University or State College of the availability of facilities that are adequate for the instructional program and are attractive to students and faculty.

3. An area requesting the establishment of a Center will be expected to provide evidence to show that there will be an enrollment sufficient to warrant the expenditure of appreciable state funds for laboratories and other basic equipment directly related to a well-rounded instructional program. The use of state funds where per student costs for equipment is appreciably higher than in existing state institutions is questionable.

4. An area requesting the establishment of a Center will be expected to recognize the fact that the per student subsidy of the educational program cannot differ appreciably from that in other state institutions. The degree of efficiency that can be attained in minimizing instructional costs must be evaluated for each proposed Center. Proximity to other campuses of the University or State Colleges where the time of faculty members can be shared has a very direct bearing on instructional costs.

5. An area requesting the establishment of a Center will be expected to show evidence of need for a freshman-sophomore degree credit program in terms of the availability of other programs of a similar nature. Problems of commuting distance, tuition and fee charges, and the degree to which any other college in the area is meeting local needs must be given serious consideration.

In the July 1960 meeting the Coordinating Committee accepted the Long Range Planning Committee's report, and approved the Report and Recommendations of the Subcommittee on Plans and Policies with certain amendments. Their recommendations now read as follows:

1. The Committee believes that present systems* for extending educational opportunity beyond high school--with continuous appropriate expansion and modifications and provisions for greater coordination of all these institutions--will be capable of meeting the needs of the young people of the state for post-high school educational experience; hence, no need is seen now to establish new systems, such as a separate junior college system.

2. In planning any expansion of publicly-supported facilities, careful consideration should be given to the present and potential contributions of private institutions of all types.

3. If and when needs for centers for liberal arts programs are justified, they should be met by the establishment of additional extension centers operated by the University or state colleges. Criteria governing the establishment of new freshman-sophomore centers are attached. The Committee believes that these criteria should be approved by the Coordinating Committee.

4. The Committee believes that the present admissions and retention standards employed by the University of Wisconsin and the state colleges for existing programs are both fair and reasonable and should not be altered without thorough study.

5. The technician programs of the Schools of Vocational and Adult Education,

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*Univ. of Wis.(Mad.,Milw., ext. centers), state colleges, private institutions, vocational schools, and county teachers colleges.

including courses in general education, should be strengthened and expanded where justified. A greater degree of state support will be required, and necessary steps should be taken to give these programs improved stature.

6. A higher degree of coordination should be achieved between all elements of the state's publicly-supported programs of education beyond the high school. This is particularly important in the case of those communities having both collegiate-type programs under the state colleges and the University, and the post-high school vocational-technical and technician programs of the Schools of Vocational and Adult Education. At the state level, legislation should be enacted to bring both the Schools of Vocational and Adult Education and the county teachers colleges into the framework of the Coordinating Committee for Higher Education, with membership of 2 representatives of the Vocational School Board, and recognizing that the county teachers colleges are already represented by the State Superintendent of Public Instruction. The Joint Staff is requested to prepare proposed legislation to submit to the Coordinating Committee.

7. New or duplicating professional programs should be developed only after careful study in order to utilize available resources to the best advantage in providing high quality programs in those fields which are offered.

8. Legislation should be developed and enacted which would bring about the abandonment of the two-and three-year teacher training programs in the county teachers colleges and in the state colleges, where offered, as soon as practicable, and the Joint Staff is requested to present proposed legislation at the next quarterly meeting of the Coordinating Committee. Each county teachers college should be studied individually by the Coordinating Committee to determine its future role in the State's program of education beyond the high school.